

What Must Be Done Now?

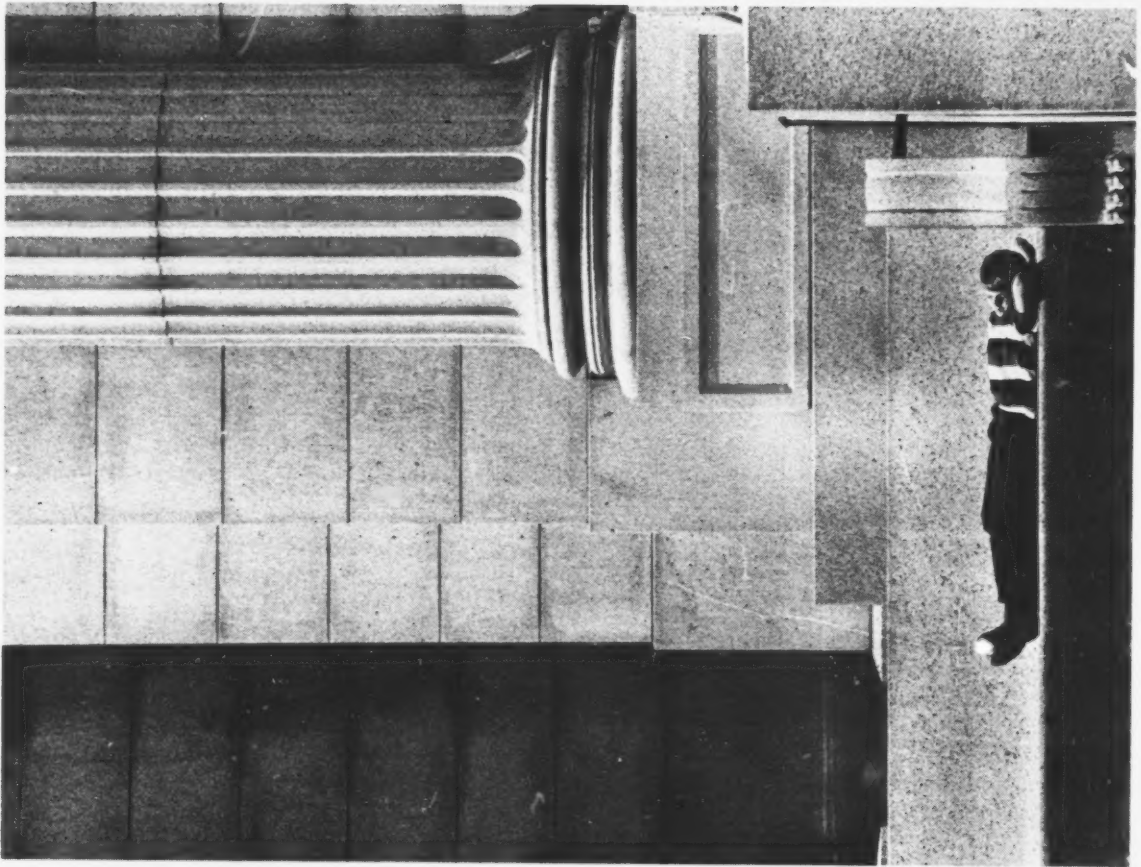
Now, these things will not just happen. If we wish to move out of our present stalemate of controversy, rigidity, and name-calling, then we must do so deliberately and purposefully.

The following are some briefly stated suggestions which will at least begin to move us in the right direction:

1. We need a redefinition of who should make curriculum decisions, taking into account the many forces and power groups.
2. We need to redefine the curriculum decision making process.
3. We need to develop curriculum councils in our schools—deliberative, planning, advisory, and, where appropriate, decision-making bodies. This is hardly a new idea.
4. We must, *with* teachers, make a distinction between the teacher and his "work" problems and the teacher and his "professional" problems.
5. We must, *with* teachers, understand and be able to make a clear distinction between negotiating the process by which curriculum decisions will be made and negotiating curriculum issues *per se*. Questions of who should be involved, time allocation, and financing of curriculum study are quite appropriate for negotiation. Negotiating for the selection of texts or class size is quite a different matter.
6. We must work toward the development of a professional model for negotiation and move away from a

model which, while appropriate for labor, has serious limitations for a profession and its peculiar needs.

7. All staff members need to be involved in the design of negotiation agreements so that wise decisions can be made in the developmental stages of a move toward negotiation. Curriculum and instruction must be kept out of the negotiable-items category at the outset. It is almost impossible to get them out later.
8. Universities, in their teacher education programs, must assume some responsibility for telling it like it is. They must assume some responsibility for educating students about negotiation and its legitimate, helpful role in the school. They must assist in making teachers wise negotiators.
9. University professors must cease contributing to the cleavage between teachers and administrators by planting an antiadministration bias in their undergraduates as a result of their own derogatory and unethical comments about school administrators and the "administrative mentality."
10. As a profession which is at present suffering from some disunity, we need to sit down, take stock of where we are, seek out areas of mutual concern and agreement, and move into a new and necessary cooperative relationship. It needs to happen at all levels, but I doubt that it can happen locally if it does not also happen at the national level.



A final comment. There must be no adversary relationships in the area of curriculum and instruction. We may differ (even strenuously) on matters of salary and related issues, but curriculum and instruction are not matters of taking sides, of strong will opposing strong will. This is another ball game altogether. The chief concern is not teachers, board, administrators, or even parents — it is children and what's best for them.

If teachers and all educators are to be true to their high calling, then in matters of curriculum and instruction the students and their needs must come first. I have great fear when decisions about curriculum and instruction are determined on the basis of the exercise of power, no matter on which side the power resides. I don't want any decisions about curriculum and instruction made that way; I believe that we can find a better way.

NEGOTIATION IN CURRICULUM AND INSTRUCTION: ANOTHER STEP UP ON THE PROFESSIONAL LADDER

VII

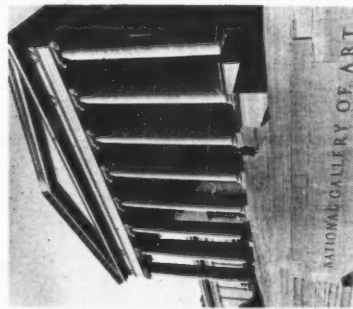
Educational negotiation laws and procedures vary from state to state, but there are some practices which are common. It is through an examination of these common practices that an understanding of the essential nature of negotiation can be reached. Usually, negotiation procedures consist of the system of reaching agreement between employers and employees over matters which affect the employee group's wages, hours, and conditions of employment. The system usually calls for collective action through spokesmen or representatives involving a fair dialogue structure and a system for solving any breakdowns in the step-by-step process which leads eventually to a contract. Both parties to the dialogue (employer and employee) are considered equal partners in the process and in the eventual written agreement. A variety of tactics and strategies are utilized by both sides, but these constitute imaginative human relations processes and, although important, are not essential to the dialogue.

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The essential differences between the new formal negotiation procedures and the previous informal dialogue method are these:

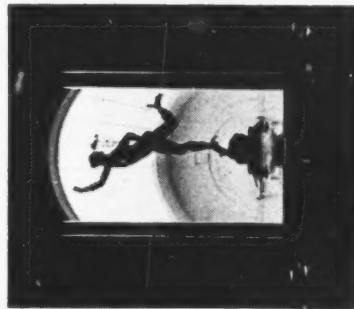
1. In formal negotiation procedures, both parties must discuss matters of mutual concern in "good faith." This implies that school boards and teacher groups must present to each other reasonable positions in an atmosphere where each party recognizes the seriousness of the deliberations with mutual respect. It is expected that questions will be answered, evidence produced, and a joint system of human amenities observed.
2. In formal negotiation procedures, structures exist to help resolve any impasse which may be reached in the dialogue. Under the previous system there were no deadlocks since school boards reserved to themselves the right to make all final decisions.
3. In negotiation procedures, the purpose of the dialogue is to produce a mutually acceptable set of written agreements which govern the behavior of the school board and the teachers. Under the previous system, teachers



hoped that their discussions would influence school board members to make decisions favorable to the teachers' needs but recognized that such favorable decisions were gratuitous and dependent on whatever collective generosity the board might wish to exhibit.

Although no negotiation laws require that school boards and teachers agree with each other, the essential thrust of the negotiation process is toward agreement. Because of this, school boards have been forced under the process to be considerate of teachers' views. This and other essentials, or at least universal qualities of the process such as the various legal obligations and remedies, the written contract, and the moral pressures, have led to a considerable increase in the power of teachers to achieve their objectives.

In sum, therefore, if we examine the process of negotiation and compare it with the historic informal system of goal achievement, we find that the process is structured in such a way that in practical terms it equalizes the power of both parties to the dialogue. In the specific case of teachers, this amounts to a considerable increase in power since their historic position has long been one of considerable weakness.



The emerging problem now at hand is how best to use this increased power. There seems to be universal agreement that improved salary and welfare benefits are certainly legitimate goals of negotiation. Agreement is not

universal, however, on the role of negotiation in the improvement of curriculum and instruction. The confusion has arisen perhaps from the inability of teacher negotiators to fully distinguish the essence of the negotiation tool, because only rarely has it been observed outside of its traditional industrial setting. We must not think that because the negotiation instrument has been played only by industrial performers that it must be used to play the same tune under the direction of the education establishment.

Collective bargaining, or negotiation (the terms describe the same process), was conceived by industry as a means of providing sufficiently real relationships between labor and management to prevent substantial breakdowns in the production process. We must remember that the use of goon squads, sabotage, wide-scale rioting, the dynamiting of factories, the imprisonment of workers, and, in some cases, assault and murder of managers, all of which were reasonably commonplace before the success of some of the labor reform movements, have all virtually been eliminated through the refinements in labor-management relations that have developed over the last fifty years. Those refinements were absolutely necessary to prevent economic chaos and to assure industrial growth and progress. Although those refinements include minimum-wage laws, right-to-strike laws, etc., at the heart of all labor-industry reform was the logical philosophy that joint or mutual interest meant joint or mutual activities and obligations

and, eventually, benefits. Such logic led to the refined industrial-dialogue process and problem-resolution process called collective bargaining.

Collective bargaining (or negotiation) is a proven method that enables the variety of self-interest groups within a single complex to function in such a way that the complex itself does not become destroyed through uncontrolled partisan activity. As a process, collective bargaining is equally valid within any institutional setting since essentially it is no more than a dialogue process which guarantees the rights of all parties and provides some avenues for resolving contradictory points of view. However, the methods of application of the process must be tailored to the needs of the setting in which it is used. Perhaps failure to understand this last point has led to the confusion of the role of negotiation in the improvement of curriculum and instruction.

The fact is that collective bargaining is used in industry to resolve differences in point of view on problems which are of mutual concern. Industrial problems center on wages, hours, production needs, and whatever ancillary conditions of mutual interest relate to the employment setting. It is in this last area — conditions of work — that the greatest creativity is brought to bear within the process. Both management and employee groups consider all varieties of activities, many of which are not related to salary or welfare benefits, to be legitimate items of mutual concern, dialogue, negotiation, and agreement. In the case of questionable application, the sole criteria is whether a case can be made that an item under consideration can have

a direct influence on the quality of the production process. In other terms, management and employees are on the same team when it comes to the preservation or improvement of the production complex which nurtures them both. Anything which can be introduced within that relationship that can improve its nurturing process can become an appropriate matter for joint inclusion in a working agreement.

It is for this reason that competent and experienced labor attorneys, when asked what is negotiable, will invariably respond that anything is.

Educators must take their cue from that response. Are items relating to the improvement of curriculum and instruction proper to the negotiation arena? The answer is an unequivocal yes.

The major objective of any school system is to assure the optimum education of each child. Teachers are employed to participate as the chief effectors of that central purpose. The primary substance by which that goal is achieved is curriculum and the essential method is instruction. In view of this, curriculum and instruction are certainly essential matters for teacher concern and, in negotiation language, make up the bulk of the teachers' working conditions. The teachers' purpose is to carry out the school board's essential objective of educating children. They do this through the process of instruction via a curriculum. Whether or not they are able to carry out their charge is essentially a matter of whether or not the curriculum and instructional processes are structured so as to permit them to be effective in their work. If school

boards attempted to deny that curriculum and instruction are matters of legitimate concern for contract negotiation, they would in effect remove any responsibility for the education process from their employed professionals; for if teachers do not have a responsible role in selecting the method and content of their work, they have no responsibility for its consequences. If this occurs, it would become necessary to entirely redefine the role of the teacher, since at this stage in the evolution of educational development it is generally conceded that the teacher plays the major role in effecting the various behavioral changes in children which we define as learning. Obviously, such a redefinition is not going to occur. It is universally understood that children learn mathematics, for example, not because school boards say they ought to, but because mathematics teachers structure an effective learning environment which educates mathematics students. In retrospect, we say of our education that we understand mathematics because we had a good mathematics teacher. We do not say that we understand mathematics because the school board directed that this should be the case.

It is clear, then, that the responsibility for learning rests very much with the classroom teacher, and because of this, it is equally clear that he must have considerable control over the terms of that responsibility. His effectiveness depends on the quality of his relationship to his responsibility. To exercise that responsibility he must have access to adequate information in order to be able to diagnose

learning problems, and he must have access to proper resources in order to contribute to the solution of learning problems.

The host of considerations relating to the accessibility of information and resources defines the parameters of negotiable items for the improvement of curriculum and instruction. An examination of the learning process within the school setting reveals the specific concerns.

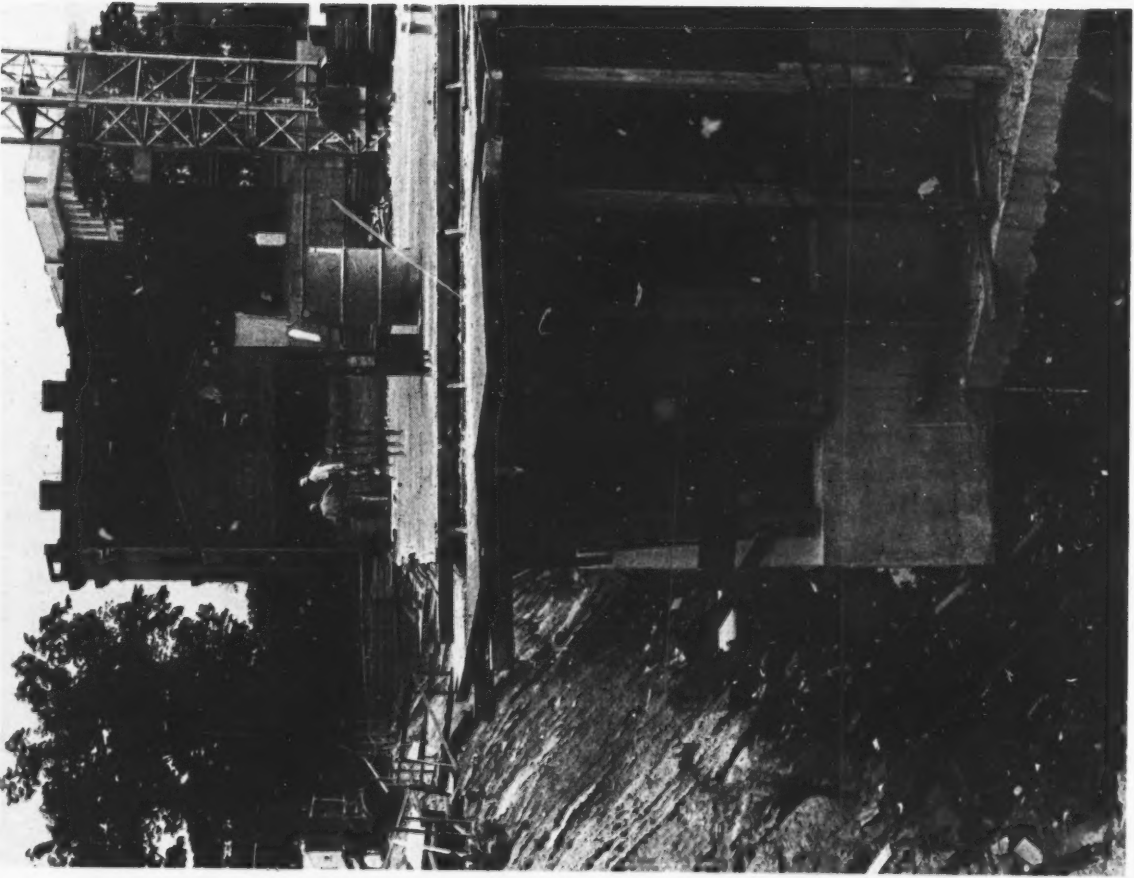
In order to help a child acquire the necessary skills, knowledge, or attitudes necessary for successful living, a teacher must have continuing access to self-improvement processes. Also, the school (system) must be structured to permit the variety of activities required for the teacher to exercise his professional expertise. If the well-informed teacher and the flexibly structured school are unable to meet the needs of individual students, then coalitions between the school structure and other agencies must be built and must be made to operate so as to be effective.

Therefore, three areas which seem to suggest themselves as legitimate ones for negotiation in the improvement of curriculum and instruction are (a) conditions which affect the quality of the teacher, (b) conditions which affect the quality of the learning environment, and (c) conditions which affect the structuring of school-community relationships which can assist in the education of the child. Since all three are necessary in the creation of a continually improving school system, the key question, from a nego-

tiation viewpoint, is not whether they are negotiable but to what extent the cost is assumed by either party and to what extent responsibility is assumed by either party. These questions will be resolved by mutual agreement in the negotiation procedures, but they certainly are proper questions to place within the negotiation arena.

In regard to the conditions which affect the quality of the staff, the following areas of concern arise:

1. Selection criteria and procedures
2. Continuance criteria (standards)
3. Dismissal criteria and procedures
4. Transfer criteria and procedures
5. Promotion criteria and procedures
6. Demotion criteria and procedures
7. Evaluation criteria and procedures
8. Relationships with intern teachers
9. Relationships with peers
10. Relationships with administrators
11. Relationships with the school board
12. Relationships with local teacher-training colleges
13. In-service training
14. Reimbursement for study
15. The establishment of a library for the professional staff
16. Sabbatical leave terms
17. Travel terms
18. Attendance at conferences
19. Interschool visitation
20. Intrascchool visitation
21. Professional days.



In regard to the conditions which affect the quality of the learning environment, the following areas of concern need resolution:

1. Summer workshop design and compensation
2. Decision-making process respecting:
 - a. curriculum design and development
 - b. teaching methods
 - c. teacher aides
 - d. teaching aids or materials
 - e. construction of facilities
 - f. textbook selection
 - g. supplies and equipment
 - h. grading and reporting
3. Released time for research and development.

In regard to the conditions which affect the structuring of school-community relationships which can assist in the education of the child, the following items require structuring:

1. Referral processes
2. Funds for referral
3. Relationships with referral agencies
4. Choice of referral agencies
5. Use of consultants.

Teacher negotiators moving into the variety of critical areas affecting improvement of curriculum and instruction have several difficult and subtle problems to confront which do not face negotiators on the salary and welfare

benefits level. The outcome of all agreements must reflect sound philosophical concordance with known effective educational theory. The result of such agreements should result in improved postures for the individual teacher in direct relationship with the specific educational commitment of the individual school system.

It is especially hazardous to try to resolve all specific issues through the power-based maneuvering tactics that characterize the bargaining process. For example, the introduction or deletion of specific courses should be arrived at, not through negotiation, but through research. What should be negotiated, however, is a provision which guarantees that there will be ample funding and time for the performance of research and guarantees that results will be implemented once the research is completed.

Another dangerous pitfall is the temptation to require standardization of procedures for educational personnel. For example, the value of some of the newer technological discoveries is well understood, but to require any mechanical or automatic use of such materials would be to remove the freedom of choice from individual teachers respecting proper application of specific teaching aids. What is important in such a case is that assurances are obtained that the full range of technological assistance will be available to teachers to be used at their discretion.

In summary, negotiation is a formal dialogue process which, by the nature of its structure, considerably improves the ability of teachers to influence the conditions under which they practice their professional work. The improvement of curriculum and the improvement of instruction

are legitimate objectives for discussion and agreement in the negotiation process because they are the essential substance of the professional teacher's conditions of work. Curriculum and instruction can be improved only if teachers have ample access to self-improvement opportunities and if a proper learning environment can be structured in order to permit the efficient practice of the professional teacher's expertise. In addition, there must be efficient ways in which the school community can call upon specialists from within the general community in order to provide necessary services to students which are not ordinarily available within the typical school setting.

Agreements within the areas of curriculum and instruction must not conflict with known conclusions of sound educational research and should be supportive of the philosophy which governs the school system. In general, the principles which should govern the activity of teacher negotiators should be (a) that of providing the profes-

sional staff, individually and collectively, with greater access to self-improvement resources, and (b) that of achieving an improved position for the professionals in the decision-making process. The achievement of specific agreements which can implement those principles is a worthwhile and proper goal of negotiation since such achievement will ultimately permit teachers to bring more proficiency and flexibility into the root process of education — the pupil-teacher relationship. However, since the pupil-teacher relationship is a highly personal one and demands the flexibility which permits spontaneity and individualized response to changing unique needs, it is axiomatic that no agreements should be reached which would interfere with the proper functioning of that relationship.

The role of the negotiator must be limited only to achieving those conditions which will permit the teacher and the pupil to function under the most desirable conditions.

REMARKS

VIII

Some exciting new ideas evolved during the three days of the 1969 National TEPS Conference. This was a very different TEPS conference from any I have experienced. And it should have been, because these are different times, teachers are becoming different kinds of people, education is in greater need of change and improvement, and the National Education Association is in transition and is becoming a different kind of organization.

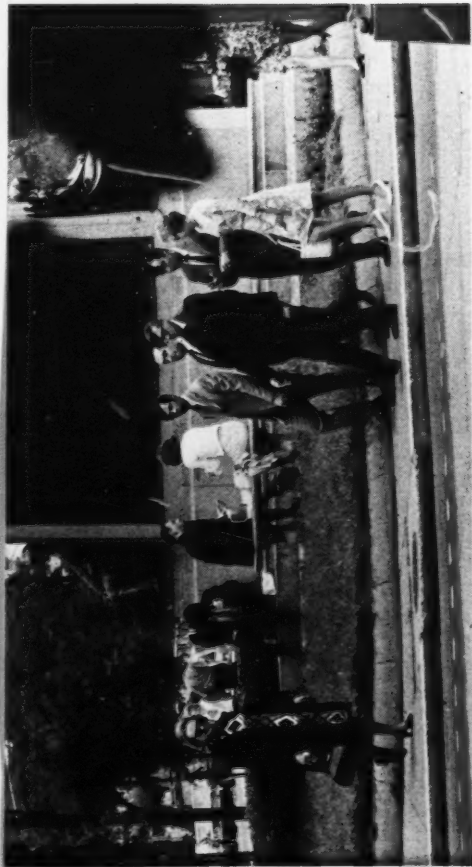
We don't know what the outcomes of all of these changes will be, but we do have notions about what educators will become, how schools will change, and the future function and shape of professional associations. At best, these notions are predictions. That we can influence all of these changes is what we talked about and planned for at this meeting. We started with the assumption that negotiations are here to stay, that educators need to confront and to seek agreements and policies on a whole host of professional problems, economic and noneconomic. We

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recognize that noneconomic problems are less tangible than salary and other welfare items, and we have been struggling to get more specific about them but gradually realizing that too much specificity could eliminate the necessary freedom of a professional. For example, we need policy on teacher evaluation, but if policy is too precise, we may become locked into a system and contract something that fosters antiprofessionalism.

We are also discovering that negotiation is not a panacea, that we need to view the larger framework of professional governance in order to get the full system necessary for the continuing operation of a viable profession. For example, not only must we establish teacher rights in such issues as decision making—and many rights can be ensured through negotiation—but we must ensure accountability for those rights, and it may be that this should be done through mechanisms other than negotiation. I would suggest that we need to find ways of policing our own ranks to ensure the professional accountability which we determine.



Professional people in education also need the protection that is necessary to assuming their rights and responsibilities. Probably only through the professional association can the power be exerted to get the kind of legislation we need to undergird negotiation, professional practices, and standards. One of the National TEPS Commission's major efforts this next year will be to work with the state TEPS groups to get legislation which will permit and provide for professional autonomy. *Governance* and *professional autonomy* seem like vague, esoteric terms, and unless we get to the action level, they will remain remote, academic terms.

What can we do to get action? It seems to me that we've got to develop and test some models for negotiating professionalization. The papers for this conference provide good background for the theory of governance. There are a number of different listings of noneconomic items which could be included in contracts or agreements. But where we need testing and trial is in the operation of theory and the making and implementation of agreements and policy.

We need to work on teacher attitude and understanding, such as how teachers work on examining and developing



issues for negotiation. We could start with the assumption that teachers must have a part in decision making, and establishing such a commitment may be the first step. Teachers must then, as a second step, identify the issues

which they want and need to negotiate. A third step might be to establish some guidelines for negotiating professionalization. With help from the field, the TEPS office could coordinate this on the national level, eventually trying and testing what seems to work. The guidelines could include such questions as these:

What criteria should proposed agreements be tested against? Can they be tested? What conditions or circumstances must exist to make negotiating professionalization possible? Testing how precise the substance of agreements needs to be is essential for meaning and clarity just as testing how general they must be is essential to allow for the options a professional must have to be professional. To illustrate, if we negotiate issues of teacher load, is a ratio of teachers to students too restricting to allow and encourage new patterns such as differentiated staffing?

Or, does an agreement on teacher qualifications which requires a degree with appropriate training in an area of specialization limit the possibility of bringing specialists, craftsmen, artists, and artisans from other fields into the school program?

Or, does an agreement specifying teacher load or time commitments in number of hours or classes taught lock us in too rigidly to group instruction when we should be working on individualizing programs for students?

In relation to the circumstances which must exist to make negotiating professionalization possible, what kinds of protection does the local, state, or national association

need to speak out in controversial areas to ensure academic freedom? What protection should associations make possible through other agencies such as a professional practices commission, a regional professional practices panel, or a grievance procedure?

How do we test whether a negotiated agreement will make a difference when it is implemented? Should there be outside, objective review and evaluation of negotiated agreements? How much initiative should state and national associations take in evaluation by outside parties? In what ways should ideas for such evaluation be communicated?

Perhaps one example is the TEPS-sponsored Staff Development Schools program. Under guidelines approved by the National Commission in December 1968, we have identified more than fifty schools which are experimenting with innovative staffing patterns and hope that we can recommend policy and procedures for staffing educational programs. Since the local associations have been working with the local school staffs in evaluating this new effort, might not the local association also include evaluating negotiated policy for professionalization? A specific example of this is occurring in Kansas City, where experimentation with new staffing patterns is taking place in a number of schools and where the local association has been involved from the outset in negotiating for implementation. Also, the NEA Office of Professional Development and Instructional Services is sponsoring a pilot program in three areas of the country on the role of the local association in curriculum, instruction, and personnel development.

Some of us continue to ask if negotiating is a means for achieving nonwelfare goals. I think that it is, at least for some goals. But if we evaluate objectively we may find that some ideas work and others do not. We may find that new ideas will develop. We may find that policy-setting and agreement-reaching in certain areas are more appropriate at one level of organization than another. For example, if we are determined to provide programs for particular populations in individual schools—such as inner-city ghetto schools or middle-class city schools—how much in the way of specific curriculum or teaching agreements can be determined for an entire district when different types of schools and populations are included?

At the other extreme, what should be agreed upon at the state and national levels? Is it time, for example, to find agreement on a national teaching credential?

One last point about involvement and communicating: There is a major job ahead, as I have suggested, to get teacher understanding and conviction about negotiating

professional standards. However, the public is an equally important group. How do we help parents understand why teachers must be involved in decision making? How do we help the public see that negotiating professionalization is an effective approach? This probably happens best when people see the mutual benefit of agreements about policies and procedures. It is probably most appealing when teachers emphasize to the public that they are willing to become accountable. We can demonstrate accountability only by being accountable.

It is clear that this conference is a good beginning, but it is only a beginning. We have more clarity on negotiation and we have conviction and competence. Now we need to try. We need to find a new kind of alliance with the experts and with the theoreticians in the negotiation process, but we need to maintain control of what is negotiated at whatever level.

The NCTEPS will review carefully what was said and done at the 1969 National Conference and build on this beginning for future direction and promise.



APPENDIX

SOME INHIBITORS TO PROFESSIONALIZATION AS REPORTED BY TEACHERS

What follows is a list of problems which teachers and others have reported they feel inhibit their professionalization. This is not an exhaustive list, but each problem is typical and tends to recur.

CLASSROOM TEACHER PROBLEMS

1. A teacher discovered that when he was away from the classroom due to illness, a professional meeting, or other necessary reason, a student teacher or sometimes a teacher aide was assigned to his room.
2. A teacher was assigned to be FTA chapter adviser by the principal without his consulting the staff or the local association.
3. Teachers described a school's in-service program as a waste of time and money and irrelevant to their needs. Nevertheless, they are required to take it because it is tied to the salary schedule, and they must take it on their own time.

4. Teachers discovered that they were being rated for tenure purposes through methods and criteria which they had no part in creating or establishing.
5. A few sabbatical leaves of absence were granted but generally those who received such leave were selected by the administration with no qualifying criteria. Moreover, other teachers' loads were increased to compensate for such leaves.
6. A teacher was employed to teach physics and chemistry and ended up teaching two classes in mathematics, which is his minor field.
7. A teacher was transferred from one school to another without consultation and without reasons given.
8. A teaching staff had little or no opportunity to be involved in selecting new teaching materials and equipment to be purchased. Teachers especially felt that materials did not meet the needs of inner-city children.
9. A teaching staff learned that they were to have a new building without their having been consulted in any manner. One major objection was to the absence of rugs on the floors for early childhood groups.



10. A tenure teacher, in moving from one district to another, lost tenure and for salary purposes was given credit for only seven years after twenty years of teaching.

11. A teacher was in continual conflict over teaching methods with a supervisor; the issue related to the teaching of reading.

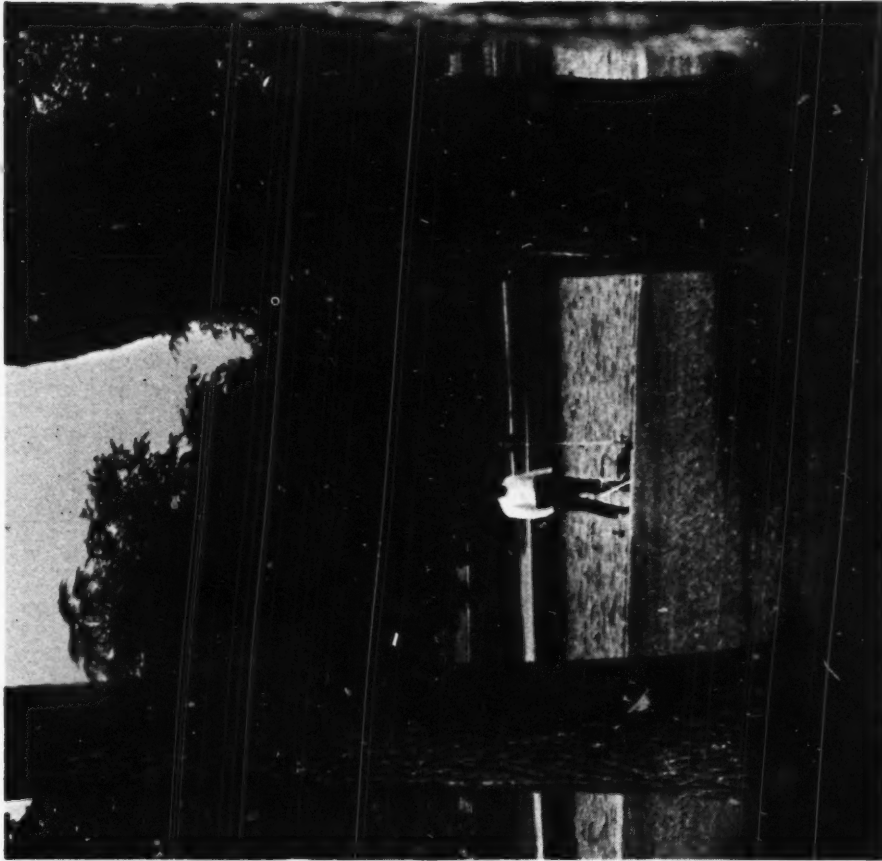
12. A first-grade teacher had thirty-four pupils, a student teacher, and no aide. When the principal left the building the teacher invariably was sent a note telling her she was in charge until the principal returned.

13. A teacher complained that "never once have we discussed the goals of our school." In the meantime, children were being failed, thus creating drop-out problems.

14. Teachers have no lounge or rest area, no professional library or other such facilities away from the children.

15. Teachers complained that the only personnel policies available in writing were those found in the board minutes.

16. A teacher reported being attacked by the John Birch Society over an English assignment. When he called for assistance, none came from any source. The association



was in the midst of negotiating salaries and supporting a bond levy before the people.

17. A young man with seven years of teaching experience claimed he was almost forced to accept an assistant

principalship. He felt that he was being promoted away from the job for which he is most competent—teaching.

18. A teacher reported being coerced into withdrawing from working with a group of dissident students who were protesting rules prohibiting beards, long hair, and mini-skirts.

19. A teacher was asked to tone down his criticism of the war in Vietnam. In an American history class he had drawn a parallel between the current situation and what Lincoln said about the Mexican War and had quoted Senator Fulbright on the subject of Vietnam.

20. A group of teachers were denied permission to carry out a curriculum development project—which would have introduced such innovations as flexible scheduling and nongraded classes—because the project ran counter to the established course of study and system policy.

21. A teacher objected to a professional growth program which gave salary credit for degrees only; foreign study was also excluded. The highest salary rank was based on the doctorate which he felt was too often irrelevant, with incentives directed away from realistic standards.

BEGINNING TEACHER AND STUDENT TEACHER PROBLEMS

1. A student teacher reported feeling like a guest in another teacher's room and being "caught in the crossfire" between his cooperating teacher and his campus adviser. He felt he was making educational mudpies.

2. A beginning teacher reported being assigned, in addition to a full teaching load, the responsibility of directing the PEP club at athletic events.

3. A beginning teacher found little in common between what he learned about methods of teaching and the control problem in the classroom. He confessed to little contact with youth before entering the classroom.

4. A beginning white teacher was assigned to a racially integrated class without having had any experience in working with integrated groups.

5. A superintendent of schools reported that he was required to work with twelve teacher preparation institutions in his locality. They had varying types of student-teaching programs, and each desired opportunities for laboratory experiences unique to its own program. Since the superintendent wanted to stay on good terms with the institutions because they were a prime source of new teachers, he accommodated all on an individual basis; however, the real accommodation fell on the cooperating teachers who were continually adapting their schedules to meet the demands.

LOCAL ASSOCIATION SITUATIONS

1. A local school district received a federal grant to experiment with differentiated staffing. In planning the proposal, school officials consulted with some local colleges, the state education association, the state department of education, and the National Education Association. The

president of the local education association was present at some of the initial meetings but it is not clear whether he was invited by some of the school district officials or by state education association officers.

As soon as the school district administration received word that their proposal had been funded, they named a director and a committee of teachers to guide the project. They made clear that the project was to be district-wide, though carried on in one school only. They did not, however, consult the local association about teachers who were to serve on the committee or about involvement in any other way. When local association leaders objected to this, there was some discussion about the local association appointing a "liaison" member who would be an observer. The logic was that the local was a "pressure group interested largely in welfare," that its "representatives" would be biased and selfish in regard to the association's welfare and not committed to the best interests of the instructional project. The problem became more acute when the school district budget failed. Adding additional money to the initial grant was high on the superintendent's priority list—higher than money for summer curriculum projects which meant supplementary jobs for master teachers.

2. A local association in a state with an enabling act allowing but not requiring negotiation was told by the local board that it would negotiate welfare items but refused to deal with any standards or curriculum items.

3. A local association was asked to pay for substitute teachers when any teacher was away from school on association or professional business. In one case, a teacher was serving on an accrediting team of a teacher education institution.

4. A local association was deprived of using the usual school system channels and facilities for distributing messages and information, purportedly because the association had censured a principal for unprofessional conduct.

CERTIFICATION SITUATIONS

1. A school district repeatedly hires large numbers of emergency certificated personnel. These people are paid a marginal salary. Also, part-time people are hired on a less than prorated basis.

2. A school district established its own certification requirements for certain selected positions over and above the state minimums. As interpreted by the staff, this was done to eliminate certain tenure teachers from advancement in the system.

3. A local association, working in conjunction with the school system, established a proposed in-service master's degree program for junior high school science teachers to be taken over a three-year period on a part-time basis and paid for by the district. They could find no teacher preparation institutions willing to consider the program.

4. An experienced teacher finished all but his thesis toward an M.A. degree and was given a fellowship by another institution in his academic area. He took 30 hours of graduate credit in his academic area before finishing his master's thesis. He was disallowed placement on the salary schedule in the category of M+30 because it was held that the 30 hours were taken before finishing the degree. (Sequentialism problem.)

HIRING-POLICY SITUATIONS

1. A superintendent recommended hiring only teachers who were graduates of institutions approved by the National Council for Accreditation of Teacher Education. The recommendation was accepted but rescinded after a bitter community battle.
2. A medium-size district close to a state boundary invariably hires experienced teachers from a neighboring state where salaries are lower and never hires any beginning teachers.

ADMINISTRATION-RELATED PROBLEMS

1. A school district decided to establish advisory community councils for specific schools. The board delegated certain policy responsibilities to the councils. The teachers said that their due-process rights were not given consideration.
2. A school district refused a leave of absence for the president of the local association.
3. A district has a policy which leans heavily upon supervisors' recommendations on advancement, tenure, transfer, and the like. Teachers hold that a supervisor should be a resource person, not an evaluator.
4. A school district has the legal power to hire unqualified teachers if fully qualified teachers cannot be found. However, the district invariably hires unqualified teachers in the early spring.